AMENDED IN ASSEMBLY MAY 22, 1998 AMENDED IN ASSEMBLY APRIL 16, 1998 AMENDED IN ASSEMBLY APRIL 13, 1998 AMENDED IN ASSEMBLY MARCH 23, 1998

CALIFORNIA LEGISLATURE—1997-98 REGULAR SESSION

ASSEMBLY BILL

No. 2134

Introduced by Assembly Member Escutia (Coauthors: Assembly Members Aroner, Figueroa, Havice, Hertzberg, Keeley, Kuehl, Migden, and Ortiz)

(Coauthors: Senators Karnette and Watson)

February 18, 1998

An act to amend Section 395 of the Code of Civil Procedure, and to amend Section 2889.5 of, and to add Article 3.5 (commencing with Section 2894.10) and Article 4.4 (commencing with Section 2899) to Chapter 10 of Part 2 of Division 1 of, and to add Section 2894.10 to the Public Utilities Code, relating to public utilities, and making an appropriation therefor.

LEGISLATIVE COUNSEL'S DIGEST

- AB 2134, as amended, Escutia. Telecommunications: telephone service and telephonic solicitation.
- (1) Existing law provides that the proper county for trial of a lawsuit based on an action arising from a transaction consummated as a proximate result of an unsolicited telephone call made by a seller engaged in the business of

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consummating transactions of that kind is the county in which the buyer or lessee in fact signed the contract, the county in which the buyer or lessee resided at the time the contract was entered into, or the county in which the buyer or lessee resides at the commencement of the action.

This bill would provide the same venue when the lawsuit is based on an action arising from a transaction consummated as a proximate result of a telephone call or electronic transmission made by the buyer or lessee in response to a solicitation by the seller.

(2) Existing law prohibits a telephone corporation from making specified information available regarding a residential customer without first obtaining that customer's consent in writing.

This bill would require telephone corporations to provide their customers on an annual basis one or more specified items of information that would provide the customers with information regarding state and federal laws that protect the privacy rights of telephone customers. Existing law regulates persons involved in soliciting sales by telephone and requires, among other things, a telephonic seller to register with the Consumer Law Section of the Department of Justice.

This bill would require the Public Utilities Commission, on or before July 1, 1999, to establish a list of telephone numbers of consumers that do not want to receive telephonic solicitations, to be known as the "do not call list." The bill would require the commission to update the list, as prescribed. The bill, with certain exceptions, would prohibit a telephonic solicitor, as defined, from making, or causing to be made, any telephonic solicitation, as specified, to any residential, mobile, or telephonic paging device telephone number if the number for that telephone appears on the "do not call list." The bill would provide that a contract made pursuant to a prohibited telephone call by a telephonic solicitor is not valid and enforceable against a consumer.

The bill would require the commission to provide its "do not eall list," upon request, to telephonic solicitors for a fee. The fee would be deposited in the Special Telephonic Solicitors Fund, which the bill would create. The money in the fund would be continuously appropriated to the commission for

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expenditure, as prescribed. The bill would prohibit any person or entity that obtains access to the list from using the list for any purpose other than to comply with the provisions of the bill, and would prescribe related matters.

The bill would allow any person who has received a telephonic solicitation in violation of the bill's provisions to bring a civil action, as prescribed, against a telephonic solicitor to obtain an order for specified monetary and injunctive relief. The bill would authorize the Attorney General, district attorney, or city attorney to bring an action to obtain prescribed relief in the event of a violation of the prohibition. The bill would make a person who willfully violates the provisions relating to telephonic solicitations guilty of a misdemeanor, thereby imposing a state-mandated local program by creating a new crime. The bill would make related legislative findings and declarations.

(2) Under existing law, the commission has regulatory authority over the rates and services of telephone corporations.

This bill would require a telephone corporation, upon receiving a request for a telephone number in connection with its provisions of directory assistance services, to provide the telephone number to the requester at least 2 times before disconnecting the requester. The bill would prohibit the imposition of any additional charge upon a local telephone user for the costs that may be incurred in complying with this provision.

(3) Existing law prohibits any telephone corporation from making any change in the provider of any telephone service, for which competition has been authorized, of a telephone subscriber until certain conditions have been met, including, with regard to the sale of residential telephone service, the requirement that the subscriber's decision to change his or her telephone service provider is confirmed by an independent third-party verification company, as specified.

This bill would extend that requirement to apply to the sale of business telephone service.

(4) The California Constitution requires the state to reimburse local agencies and school districts for certain costs

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mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that no reimbursement is required by this act for a specified reason.

Vote: majority. Appropriation: yes no. Fiscal committee: yes no. State-mandated local program: yes no.

The people of the State of California do enact as follows:

1 SECTION 1. Section 395 of the Code of Civil 2 Procedure is amended to read:

395. (a) Except as otherwise provided by law and subject to the power of the court to transfer actions or proceedings as provided in this title, the county in which defendants or some of them reside commencement of the action is the proper county for the trial of the action. If the action is for injury to person or personal property or for death from wrongful act or 10 negligence, either the county where the injury occurs or the injury causing death occurs or the county in which the some them 12 defendants. or of reside 13 commencement of the action, shall be a proper county for 14 the trial of the action. In a proceeding for dissolution of marriage, the county in which either the petitioner or 16 respondent has been a resident for three months next preceding the commencement of the proceeding is the 17 18 proper county for the trial of the proceeding. In a proceeding for nullity of marriage or legal separation of 20 the parties, the county in which either the petitioner or 21 the respondent resides at the commencement of the proceeding is the proper county for the trial of the proceeding. In a proceeding to enforce an obligation of 24 support under Section 3900 of the Family Code, the 25 county in which the child resides is the proper county for 26 the trial of the action. In a proceeding to establish and 27 enforce a foreign judgment or court order for the support 28 of a minor child, the county in which the child resides is the proper county for the trial of the action. Subject to subdivision (b), when a defendant has contracted to perform an obligation in a particular county, either the **—5— AB 2134**

county where the obligation is to be performed or in which the contract in fact was entered into or the county in which the defendant or any such defendant resides at the commencement of the action shall be a proper county for the trial of an action founded on that obligation, and the county in which the obligation is incurred shall be deemed to be the county in which it is to be performed unless there is a special contract in writing to the contrary. If none of the defendants reside in the state or 10 if residing in the state and the county in which they reside is unknown to the plaintiff, the action may be tried in any county which the plaintiff may designate in his or her 12 13 complaint, and, if the defendant is about to depart from 14 the state, the action may be tried in any county where either of the parties reside or service is made. If any 15 16 person is improperly joined as a defendant or has been 17 made a defendant solely for the purpose of having the action tried in the county or judicial district where he or she resides, his or her residence shall not be considered 20 in determining the proper place for the trial of the action. 21

(b) Subject to the power of the court to transfer actions or proceedings as provided in this title, in an action arising from an offer or provision of goods, services, loans or extensions of credit intended primarily for personal, family other than or household use, obligation described in Section 1812.10 or Section 2984.4 of the Civil Code, or an action arising from a transaction consummated proximate result of either as a unsolicited telephone call made by a seller engaged in the business of consummating transactions of that kind or a telephone call or electronic transmission made by the buyer or lessee in response to a solicitation by the seller, the county in which the buyer or lessee in fact signed the contract, the county in which the buyer or lessee resided at the time the contract was entered into, or the county 36 in which the buyer or lessee resides commencement of the action, is the proper county for the trial thereof.

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(c) If within the county there is a municipal or justice 40 having jurisdiction of the subject

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established, in the cases mentioned in subdivision (a), in the judicial district in which the defendant or any defendant resides, in which the injury to person or personal property or the injury causing death occurs, or, 5 in which the obligation was contracted to be performed 6 or, in cases mentioned in subdivision (b), in the judicial district which the buyer or lessee resides, in which the 8 buyer or lessee in fact signed the contract, in which the 9 buyer or lessee resided at the time the contract was 10 entered into, or in which the buyer or lessee resides at the 11 commencement of the action, then that court is the proper court for the trial of the action. Otherwise, any 12 13 municipal or justice court in the county having 14 jurisdiction of the subject matter is a proper court for the 15 trial thereof.

(d) Any provision of an obligation described in subdivision (b) or (c) waiving those subdivisions is void and unenforceable.

SEC. 2. Section 2889.5 of the Public Utilities Code is

SEC. 2. Section 2894.10 is added to the Public Utilities Code, to read:

2894.10. Every local exchange telephone corporation 23 shall provide its customers with information regarding state and federal laws that protect the privacy rights of 25 telephone consumers by providing on an annual basis one 26 or more of the following items of information in the 27 billing statement of each customer and in conspicuous 28 notices in the consumer information pages of the local directories distributed by that telephone 29 telephone 30 corporation:

- 31 (a) A copy of any publications by the Department of 32 Consumer Affairs regarding telephone 33 privacy rights under federal and state laws.
- 34 (b) A copy of any publications by the commission 35 regarding telephone consumers' privacy rights under 36 federal and state laws.
- (c) A copy of any publications by the Federal Trade 37 38 Commission or any other federal agency regarding telephone consumers' privacy rights under federal and 39 40 state laws.

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(d) A copy of any publications regarding telephone consumers' privacy rights under federal and state laws by public or private agencies or organizations not listed in subdivision (a), (b), or (c) that address telephone consumers' rights under federal and state laws.

- (e) A list of the publications in subdivisions (a), (b), (c), and (d).
- (f) Information on how to obtain the publications in subdivisions (a), (b), (c), and (d).

amended to read:

- 2889.5. (a) No telephone corporation, or any person, firm, or corporation representing a telephone corporation, shall make any change, or authorize a different telephone corporation to make any change, in the provider of any telephone service for which competition has been authorized of a telephone subscriber until all of the following steps have been completed:
- (1) The telephone corporation, or its representatives or agents, shall thoroughly inform the subscriber of the nature and extent of the service being offered.
- (2) The telephone corporation, or its representatives or agents, shall specifically establish whether the subscriber intends to make any change in his or her telephone service provider, and explain any charges associated with that change.
- (3) For sales of residential service, the subscriber's decision to change his or her telephone service provider shall be confirmed by an independent third-party verification company. For purposes of this provision, the confirmation by a third-party verification company shall be made as follows:
- (A) The third-party verification company shall meet each of the following criteria:
- (i) Be independent from the telephone corporation that seeks to provide the subscriber's new service.
- (ii) Not be directly or indirectly managed, controlled, or directed, or owned wholly or in part, by the telephone corporation that seeks to provide the new service or by any corporation, firm, or person who directly or

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indirectly manages, controls, or directs, or owns more than 5 percent of the telephone corporation.

- (iii) Operate from facilities physically separate from those of the telephone corporation that seeks to provide the subscriber's new service.
- (iv) Not derive commissions or compensation based upon the number of sales confirmed.
- (B) The telephone corporation seeking to verify the sale shall do so by connecting the subscriber by telephone to the third-party verification company or by arranging for the third-party verification company to call the subscriber to confirm the sale.
- (C) The third-party verification company shall obtain the subscriber's oral confirmation regarding the change, and shall record that confirmation by obtaining appropriate verification data. The record shall be available to the subscriber upon request. Information obtained from the subscriber through confirmation shall not be used for marketing purposes. Any unauthorized release of this information is grounds for a civil suit by the aggrieved subscriber against the telephone corporation or its employees who are responsible for the violation.
- (D) Notwithstanding subparagraphs (A), (B), and (C), a service provider shall not be required to comply with these provisions when the customer directly calls the local service provider to make changes in service providers. However, a service provider shall not avoid the verification requirements by asking a subscribing customer to contact a local exchange service provider directly to make any change in the service provider. A local exchange service provider shall be required to comply with these verification requirements for its own competitive services. However, a local exchange service provider shall not be required to perform any verification requirements for any changes solicited by another telephone corporation.
- (4) For sales of all business services, the subscriber's decision to change his or her service provider shall be confirmed through any of the following means:

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(A) Independent third party verification, as set forth in paragraph (3) of subdivision (a).

- (B) The telephone corporation shall mail to the subscriber an information package seeking confirmation of his or her change in the telephone corporation. The information package shall describe the new service and shall include a postage prepaid postcard or mailer that the subscriber can use to deny, cancel, or confirm a service order, as soon as possible, and wait 14 days after the information package is mailed before making the change in the telephone corporation. The telephone corporation shall make the change only if the subscriber does not cancel the change in service order.
- (C) Verify the subscriber's change in his or her telephone service provider by obtaining the subscriber's signature on a document fully explaining the nature and extent of the action. The document shall be a separate document whose sole purpose is to explain the nature and extent of the action.
- (D) Obtain the subscriber's authorization through an electronic means that takes the information, including the calling number, and confirms the change to which the subscriber has given his or her consent.
- (5) Where the telephone corporation obtains written order for service, the document shall thoroughly inform the subscriber of the nature and extent of the action. The subscriber shall be furnished with a copy of the signed document. The subscriber by his or her signature on the document shall indicate a full understanding of the relationship being established with the telephone corporation. When a written subscriber solicitation or other document contains a letter of agency authorizing a change in service provider, in combination with other information including, but not limited to, inducements to subscribers to purchase service, the solicitation shall include a separate document whose sole purpose is to explain the nature and extent of the action. If any part of a mailing to a prospective subscriber is in language other than English, any written authorization

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contained in the mailing shall be sent to the same prospective subscriber in the same language.

- (6) The telephone corporation shall retain a record of the verification of the sale for at least one year. These records shall be made available to the subscriber, the Attorney General, or the commission upon request.
- (b) If a residential or business subscriber that has not signed an authorization notifies the telephone corporation within 90 days that he or she does not wish to change telephone corporations, the subscriber shall be switched back to his or her former telephone corporation at the expense of the telephone corporation that initiated the change.
- (e) For purposes of this section, competitive services are those services where subscribers have the ability to prescribe to a telephone service provider.
- (d) When a subscriber changes telephone service providers, the change shall be conspicuously noticed on the subscriber's bill. Notice in the following form is deemed to comply with this subdivision:

"NOTICE: Your local (or long distance) telephone service provider has been changed from (name of prior provider) to (name of current provider).

Cost of change: \$ ____."

- (e) Any telephone corporation that violates the verification procedures described in this section shall be liable to the telephone corporation previously selected by the subscriber in an amount equal to all charges paid by the subscriber after the violation.
- (f) The remedies provided by this section are in addition to any other remedies available by law.
- (g) As described in federal law, no telephone corporation, or any person, firm, or corporation representing a telephone corporation, shall make any change or authorize a different telephone corporation to make any change in the provider of any telephone service for which competition has been authorized of a telephone

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subscriber without having on file, or having instituted reasonable steps designed to obtain, signed, dated orders for service from the subscriber. All orders shall be in the 4 form prescribed in federal law for letters of agency. As described in federal law, the telephone corporation is responsible for charges associated with disputed changes in telephone service for which it cannot produce a signed, dated order for service from the subscriber. This subdivision applies to all intrastate services for which competition has been authorized.

SEC. 3. Article 3.5 (commencing with Section 2894.10) is added to Chapter 10 of Part 2 of Division 1 of the Public Utilities Code, to read:

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Article 3.5. Telephone Consumer Privacy Rights Act of 1998

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2894.10. This article shall be known and may be cited as the Telephone Consumer Privacy Rights Act of 1998.

2894.11. The Legislature finds and declares all of the following:

- (a) There is a compelling state interest in protecting the right of privacy of telephone subscribers.
- (b) To exercise their right of privacy, telephone subscribers should be able to limit the distribution of their telephone numbers to persons of their choosing.
- (c) The act of becoming a telephone subscriber should not undermine or diminish a person's right to privacy as guaranteed under Section 1 of Article 1 of the California Constitution.

2894.12. (a) Every local exchange corporation shall inform its customers of the provisions of this article, including how to have their telephone number included on the "do not call list" described in Section 2894.14, together with information about other state and federal laws that protect the rights of telephone consumers. At a minimum, every telephone corporation shall convey this information through inserts in billing statements on an annual basis and through conspicuous AB 2134 — 12 —

notices in the consumer information pages of any local telephone directory distributed by that company.

- (b) The commission shall publicize the provisions of this article and other state and federal laws that protect the rights of telephone consumers through the use of public service announcements, brochures, the posting of information on its Internet website, and by other reasonable means of communication designed to ensure that members of the public are aware of their rights as telephone consumers.
- 2894.14. (a) On or before July 1, 1999, the commission shall establish a list of telephone numbers of persons that do not want to receive telephonic solicitations, to be known as the "do not call list." The "do not call list" shall be updated on a regular basis, as determined by the commission, but not less than once every three months.
- (b) A person may request the commission to add to, or remove from, the "do not call list" up to five telephone numbers assigned to that person by mailing a letter or postcard to the commission, or, if the necessary technology is made available by the commission, by computer e-mail or communication with an appropriate Internet website.
- (c) (1) For purposes of this section, "telephonic solicitor" means any person or entity who initiates or eauses the initiation of a telephone call or message for the purpose of encouraging or soliciting the purchase, lease or rental of, or investment in, real or personal property, goods, or services, offering or soliciting any extension of credit for personal purposes, or seeking to obtain marketing information for any purpose, which is transmitted to any person. "Telephonic solicitor" does not include a call or message by a tax-exempt nonprofit organization, or by a newspaper publisher.
- (2) For purposes of this section, "telephonic solicitation" means any telephone call or message made by or on behalf of a telephonic solicitor for the purpose of encouraging or soliciting the purchase, lease or rental of, or investment in, real or personal property, goods, or services, offering or soliciting any extension of credit for

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personal purposes, or seeking to obtain marketing information for any purpose, which is transmitted to any person.

- (3) Except as permitted under paragraph (4), a telephonic solicitor shall not make, or cause to be made, any telephonic solicitation to any residential, mobile (including a cellular or personal communication system telephone or similar device), or telephonic paging device telephone number if the number for that telephone appears on the "do not call list" prepared by the commission.
- (4) Notwithstanding paragraph (3), a telephonic solicitor may make, or cause to be made, a telephonic solicitation under any of the following circumstances:
- (A) In response to an express request of the person called.
- (B) To any person with whom the telephonic solicitor has a prior existing business relationship if the call is made not later than six months from the date of the last transaction. This subparagraph does not authorize any subsidiary or affiliate of the telephonic solicitor to make, or cause to be made, any telephonic solicitation.
- (C) Primarily in connection with an existing debt or contract, the payment or performance of which has not been completed at the time of the call.
- (D) In accordance with prior negotiations in the course of a visit to the solicitor's place of business by the person called. For the purposes of this subparagraph, "place of business" means a fixed, permanent location where consumer goods or services are displayed or offered for sale on a continuing basis.
- (E) In response to an advertisement placed by the person called.
- 34 (d) The commission shall provide its "do not call list,"
 35 upon request, to telephonic solicitors for a fee. The
 36 amount of the fee shall not exceed the actual costs
 37 incurred by the commission in carrying out this article.
 38 The money shall be deposited in the Special Telephonic
 39 Solicitors Fund, which is hereby created. The money in

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the fund is hereby continuously appropriated to the 2 commission to carry out this article.

- (e) It is the intent of the Legislature to provide a General Fund appropriation, in the form of a loan to the commission, in an amount sufficient to pay for program startup costs incurred by the commission.
- (f) A person or entity that obtains access to the "do not eall list" shall not use the list for any purpose other than to comply with this article.
- (g) A contract made pursuant to a telephone call by a telephonic solicitor is not valid and enforceable unless the contract arises from a telephonic solicitation that is permitted under paragraph (4) of subdivision (c).
- (h) (1) Any person who has received a telephonic solicitation that is prohibited by paragraph (3) of subdivision (c) may bring a civil action in any court of competent jurisdiction against a telephonic solicitor to recover or obtain one or more of the following:
- (A) An order to enjoin a violation of paragraph (3) of subdivision (c).
- (B) A civil penalty in the amount of five hundred dollars (\$500) for the first violation of paragraph (3) of subdivision (c), and one thousand dollars (\$1,000) for a second and each subsequent violation of that paragraph.
 - (C) Punitive damages.
 - (D) Court costs, including attorneys' fees.
 - (E) Any other relief that the court deems proper.
- (2) The Attorney General, or any district attorney or city attorney within his or her respective jurisdiction, may bring an action in the superior court in the name of the people of the State of California against a telephonic solicitor who has violated paragraph (3) of subdivision (c) to recover or obtain one or more of the following:
- (A) An order to enjoin a violation of paragraph (3) of subdivision (c), and, upon notice to the defendant of not 36 less than five days, to temporarily restrain and enjoin the violation. If it appears to the satisfaction of the court that the defendant has violated paragraph (3) of subdivision (c), the court may issue an injunction restraining further

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violations, without requiring proof that any person has been damaged by the violation.

- (B) A civil penalty in the amount of five hundred dollars (\$500) for the first violation of paragraph (3) of subdivision (e), and one thousand dollars (\$1,000) for a second and each subsequent violation of that paragraph.
 - (C) Punitive damages.

- (D) Court costs, including attorneys' fees.
- (E) Any other relief that the court deems proper.
- (3) No civil penalty shall be assessed for a violation if the defendant shows by a preponderance of the evidence that the violation was not intentional and resulted from a bona fide error made notwithstanding the defendant's maintenance of procedures reasonably adopted to avoid the error.
- (i) This section applies to all telephonic solicitors doing business within this state. The term "doing business within this state" has the same meaning as defined in subdivision (a) of Section 17511.3 of the Business and Professions Code.
- 2894.16. The rights, remedies, and penalties established by this article are in addition to the rights, remedies, or penalties established under other laws.
- 2894.18. Any person who willfully violates this article is guilty of a misdemeanor.
- SEC. 4. Article 4.4 (commencing with Section 2899) is added to Chapter 10 of Part 2 of Division 1 of the Public Utilities Code, to read:

Article 4.4. Directory Assistance Services

2899. A telephone corporation, upon receiving a request for a telephone number in connection with its provision of directory assistance services, shall provide the telephone number to the requester at least two times before disconnecting the requester. No additional charge may be imposed upon a local telephone user for the costs that may be incurred in complying with this section.

SEC. 5. The provisions of this act are severable. If any provision of this act or its application is held invalid, that

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1 invalidity shall not affect other provisions or applications 2 that can be given effect without the invalid provision or 3 application.

SEC. 6. No reimbursement is required by this act pursuant to Section 6 of Article XIII B of the California Constitution because the only costs that may be incurred by a local agency or school district will be incurred because this act creates a new crime or infraction, eliminates a crime or infraction, or changes the penalty for a crime or infraction, within the meaning of Section 17556 of the Government Code, or changes the definition of a crime within the meaning of Section 6 of Article XIII B of the California Constitution.

Notwithstanding Section 17580 of the Government Code, unless otherwise specified, the provisions of this act shall become operative on the same date that the act takes effect pursuant to the California Constitution.

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